



NORTHAMPTON
BOROUGH COUNCIL
Planning Committee

PLANNING COMMITTEE:	17 th January 2017
DIRECTORATE:	Regeneration, Enterprise and Planning
HEAD OF PLANNING:	Peter Baguley
APPLICATION REF:	N/2016/1637
LOCATION:	Land off Holly Lodge Drive, Boughton
DESCRIPTION:	Outline planning application for up to 75 residential dwellings (Including 35% affordable housing), demolition of existing outbuildings, introduction of structural planting and landscaping, informal public open space and children's play area, surface water attenuation with associated ancillary works
WARD:	N/A
APPLICANT:	Gladman Developments Ltd
AGENT:	N/A
REFERRED BY:	Head of Planning
REASON:	Major Fringe Application
DEPARTURE:	No

APPLICATION FOR CONSULTATION BY DAVENTRY DISTRICT COUNCIL:

1. RECOMMENDATION

- 1.1 That Northampton Borough Council **OBJECTS** to the application for the following reason:

The development would result in the piecemeal incursion of the built area into the countryside in an area designated as Green Wedge which would be contrary to the relevant policies of the Daventry Local Plan, as well as failing to demonstrate that there would be an acceptable impact upon the local road network in accordance with the National Planning Policy Framework. These issues would outweigh the contribution which the development would make to the five year housing land supply within the Northampton Related Development Area.

2. THE PROPOSAL

- 2.1 Outline planning permission has been applied for to Daventry District Council for up to 75 dwellings (including 35% affordable housing), demolition of existing outbuildings, introduction of structural planting and landscaping, informal play space and children's play area, surface water attenuation with associated ancillary works.
- 2.2 All matters are reserved for future consideration with the exception of access, which is indicated to be taken from Holly Lodge Drive.

3. SITE DESCRIPTION

- 3.1 The site is located immediately to the west of the Borough boundary at the junction of Holly Lodge Drive and Boughton Green Road and appears to be used as a paddock. In total the site is 2.89 hectares in size.

4. PLANNING HISTORY

- 4.1 A previous application for outline planning permission was made for up to 110 residential dwellings (including up to 35% affordable housing), convenience store with 200sq.m of retail space (Use Class A1) associated uses and parking, demolition of existing buildings, structural planting and landscaping, informal public open space and play area, surface water mitigation and attenuation and associated ancillary works (all matters reserved). The reference for this application was N/2016/0051.
- 4.2 The consultation was reported to this Council's Planning Committee on 16th February 2016 and it was resolved to object to the application on the following grounds;
- "The development would result in the piecemeal incursion of the built area into the countryside in an area designated as Green Wedge which would be contrary to the relevant policies of the Daventry Local Plan as well as failing to demonstrate that there would be an acceptable impact upon the local road network in accordance with the National Planning Policy Framework. These issues would outweigh the contribution which the development would make to the five year housing land supply within the Northampton Related Development Area."
- 4.3 The Committee also resolved to strongly advise that should Daventry District Council be minded to grant permission, a financial contribution should be sought towards the provision of new road infrastructure around the north and west of Northampton.
- 4.4 This application was withdrawn by the applicant before determination by Daventry District Council.

5. PLANNING POLICY

5.1 Statutory Duty

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires a planning application to be determined in accordance with the Development Plan unless material planning considerations indicate otherwise. The Development Plan for the purposes of this application comprises the adopted West Northamptonshire Joint Core Strategy (2014) and Daventry Local Plan (1997) saved policies.

5.2 National Policies

The National Planning Policy Framework (NPPF) sets out the current aims and objectives for the planning system and how these should be applied. In delivering sustainable development, decisions should have regard to the mutually dependent social, economic and environmental roles of the planning system. The NPPF should be read as one complete document. However, the following sections are of particular relevance to this application:

Paragraph 14 identifies the development plan as the starting point for decision making and enables development proposals that accord with an up-to-date Local Plan to be approved without delay.

Paragraphs 47-49 indicate the need for Local Planning Authorities to identify the ability to deliver a 5 year housing land supply, where this cannot be shown, the policies in Plans related to housing are considered out of date and there is a presumption in favour of sustainable development.

5.3 **West Northamptonshire Joint Core Strategy (2014)**

The West Northamptonshire Joint Core Strategy (JCS) provides an up to date evidence base and considers the current Government requirements for plan making as it has been prepared in full conformity with the NPPF. Policies of particular relevance are:

Policy SA “Presumption in favour of Sustainable Development” requires local planning authorities to take a positive approach to determining development proposals.

Policy S1 “The Distribution of Development” requires that development be concentrated primarily in and adjoining the principal urban areas of Northampton.

Policy S4 makes provisions for 28,470 net additional dwellings within the NRDA and that Northampton’s housing needs will be met primarily within Northampton’s existing urban area and at the Sustainable Urban Extensions within the NRDA, whilst additional development would be supported if it meets the vision and objectives of the JCS.

Policy BN5 provides guidance for enhancing heritage assets, and development in areas of landscape sensitivity.

5.4 **Daventry Local Plan 1997 (Saved Policies)**

Due to the age of the plan, the amount of weight that can be attributed to the aims and objectives of this document are diminished, however, the following policies are material to this application:

The site is located within an area identified as a “green wedge” by saved policy EN10. Saved policy HS24 identifies the site as located outside a settlement and within open countryside”. In respect of the site’s function as a green wedge and its location within open countryside, the policy context is one of seeking to provide a buffer around Northampton to prevent the coalescence of settlements, whilst maintaining landscape features and public access to the countryside.

5.5 **Supplementary Planning Documents**

Planning Obligations SPD (February 2013)

Affordable Housing Interim Statement (February 2013)

6. **CONSULTATIONS/ REPRESENTATIONS**

6.1 N/A

7. **APPRAISAL**

Planning Policy

7.1 At the initial Joint Core Strategy examination hearings, the Inspector questioned the appropriateness of the Northampton Related Development Area (NRDA) boundary and its potential to be inflexible in relation to changing circumstances – particularly its potential to act as a straitjacket in restricting the ability to meet Northampton’s objectively assessed housing needs. Consequently Policy S4 now includes the modification to allow for (in exceptional circumstances)

additional development outside the NRDA boundary, only if it meets the vision, objectives and policies of this plan.

- 7.2 The NPPF (para. 47) requires local authorities to identify and maintain a five year supply of housing land. An assessment of objectively assessed need of both market and affordable housing was undertaken to inform the WNJCS. At present, Daventry District Council has a five year supply of housing land. However Northampton Borough Council does not currently have a five year supply of housing land.
- 7.3 Although situated in Daventry District, the development would form part of Northampton both in form and function, and in any reasonable assessment should be considered to contribute to meeting Northampton's housing needs. In relation to the provisions of paragraph 49 of the NPPF, Northampton's lack of supply is a significant factor. Unlike other uses, the importance of increasing the supply of housing is given additional weight by a further reiteration of the need to consider housing applications in the context of the presumption in favour of sustainable development. As such this site has the potential to contribute to the supply of new homes within the NRDA over the next five years through the provision of 75 dwellings consistent with the provisions of modified Policy S4.
- 7.4 A similar conclusion was reached by the Inspector in a recent appeal decision in relation to a similarly located site at Welford Road, i.e. directly adjoining the NRDA boundary.
- 7.5 In terms of the Daventry Local Plan, the site is located within an area identified as a "green wedge" by saved Policy EN10. Saved Policy HS24 identifies the site as located outside a settlement and within open countryside. In respect of the site's function as a green wedge and its location within open countryside, the policy context is one of seeking to provide a buffer around Northampton to prevent the coalescence of settlements, whilst maintaining landscape features and public access to the countryside.

Landscape/Visual

- 7.6 The scheme would breach the defined settlement edge of Northampton and would result in the development of land located within a designated "green wedge". It is considered that in this location the settlement edge is quite strongly defined with Boughton Green Road and Holly Lodge Drive providing physical buffers. The development does not continue any existing pattern of development and it is consequently considered that there are concerns regarding this incursion into the countryside from a landscape and visual perspective.

Highways

- 7.7 Details of access are included within the application indicate access to the development from Holly Lodge Drive. Although this is a reduced scheme to that previously considered, concerns are still expressed that the potential exists for the scale of development proposed to adversely impact upon the local road network as well as upon the wider road network in the vicinity and in particular the Kingsthorpe corridor and that the application does not satisfactorily demonstrate the scale of this impact or whether mitigation is necessary.

8. CONCLUSION

- 8.1 While the development should contribute to the five year housing land supply within the NRDA, there are significant concerns regarding the incursion into the countryside and the impact on the local road network.

9. BACKGROUND PAPERS

9.1 N/2016/1637.

10. LEGAL IMPLICATIONS

10.1 None.

11. SUMMARY AND LINKS TO CORPORATE PLAN

11.1 In reaching the attached recommendations regard has been given to securing the objectives, visions and priorities outlined in the Corporate Plan together with those of associated Frameworks and Strategies.

